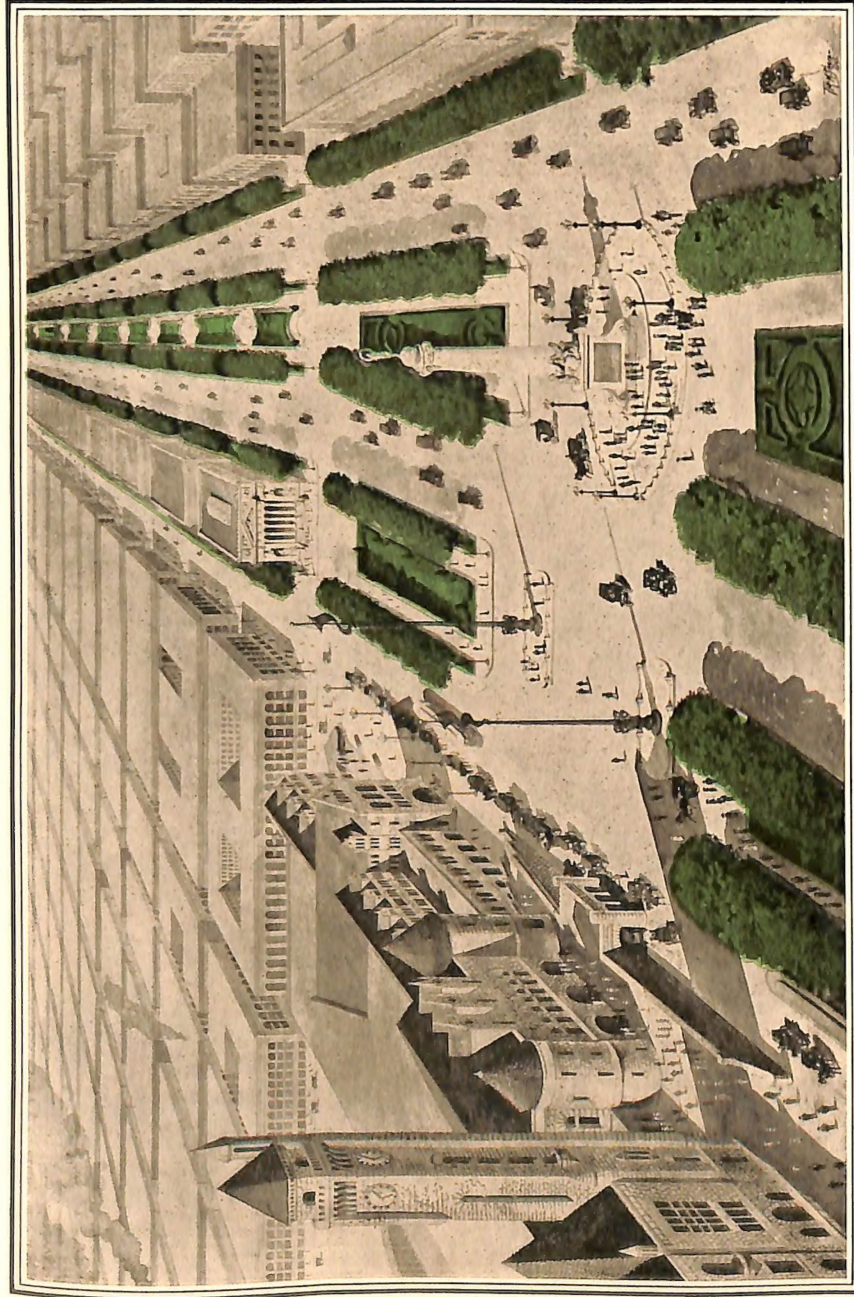


# CITY PLAN ASSOCIATION REPORT



ST. LOUIS  
1910 + 1911





Union Station Plaza, Showing Central Parkway as Proposed West of Twenty-First Street.



# City Plan Association Report

April 1, 1911

"The purpose of the Association shall be to unite a limited number of public-spirited citizens willing to devote some of their time and means to the present and future development of the City of St. Louis; to meet and discuss from time to time the methods by which may be secured the most advantageous development of the present and future City of St. Louis; to consider and, with the most efficient aid obtainable, determine upon and publish a plan or plans by which needed improvements in the present city may be secured as well as to suggest the best lines upon which the future city may be developed, such plan or plans to include a scheme of highways, drainage, light, heat and water supply, and a permanent location of transportation facilities as well as residence and business districts, to the end that the haphazard location of these districts, which are necessarily ephemeral, and the frequent change in which occasions a constant, but needless, drain upon the entire community, may be, so far as possible, avoided, and to encourage, by all legitimate methods, the adoption of a proper plan or plans by the governmental authorities."







## FOREWORD

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The importance of systematic planning for the growth of cities is being increasingly recognized. While in no one community has the scope of such planning reached all of the phases which might be desired in an ideal condition, there are numerous specific instances where improvements along various lines have fully demonstrated the value of systematic planning. Extensive park systems, grouping of public buildings, better facilities for commercial expansion, comprehensive advance planning for the extension of public utilities, sanitation, housing conditions, and many other subjects have received marked attention in some one or more important cities of this country. The result has invariably been a recognized benefit exceeding the expenditure of effort and money.

There is no one who has followed, during the past decade, in this city, the matter of planning for proper expansion and development, and who has noted the efforts put forth by public-spirited citizens, commissions, and civic organizations, with a lamentable lack of tangible results, but realizes that these problems in our community must meet with unusual difficulties in their solution. We would not admit that there is in our city any lack of public spirit or of a proper desire for advancement along the lines of civic improvement, but it has seemed difficult to carry plans for development along radical lines beyond the stage of suggestions. Such special improvements as have been ratified by public vote have often been so delayed in execution that at the time of their completion they have scarcely kept abreast of the growing demands and their efficiency has largely been lost on account of changed conditions since their origin.

Those who have given thought to the matter must readily realize the importance to this city of such development as will increase its convenience and attractiveness. We cannot afford to



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## CITY PLAN ASSOCIATION REPORT

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overlook the significance of the geographical position of St. Louis, its logical location as a convention city, and the desirability of making a creditable impression upon the great number of transient visitors who pass through our city by reason of its importance as a railroad center. These call for an especial effort at civic adornment, aside from the increased convenience and pleasure to our own citizens resulting from the improvement of its physical plan.

To some of our citizens who had been giving this matter special thought and who, as well, had followed the advances made in other great cities of the United States, realizing the difficulties of accomplishing connected results under our system of municipal government, it seemed desirable that an organization should be formed whose one object should be to foster plans for systematic city planning, and by continued and active propaganda to insure the consummation of proper plans. It was felt that could such a permanent organization be thoroughly established and maintained, the results would be superior to those secured under temporary commissions appointed from time to time for special problems, by fluctuating city administrations. To this end the CITY PLAN ASSOCIATION was launched and after some months of preliminary discussion, its form of organization was adopted at a meeting held March 24th, 1910, attended by twenty-five gentlemen who were interested in the civic advancement of the city. It was earnestly desired to form this organization along lines which would permit it to faithfully represent the best and most advanced public spirit, fixing its active membership at a limit of one hundred, who by contributing \$100 each yearly, together with their interest and personal efforts, should form a self-perpetuating organization with sufficient financial resources to carry on an active campaign and formulate plans for a systematic and consecutive study of the physical needs of the city.

The Executive Committee chosen for the year ending April 1st, 1911, desires to submit to the membership and the public the results of the first year's study and progress, trusting that they will receive careful consideration, and will help in formulating plans for the future.



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## CITY PLAN ASSOCIATION REPORT

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While, as contemplated in the scheme of organization, the plans of the Association were not expected to reach full development within a period of many years, it was considered desirable to publish at this time a report of such tentative plans and suggestions as had been formulated, in the belief that a great degree of publicity must precede the accomplishment of any actual results and much time would be lost in not giving every opportunity for their consideration as they progress. It is urged that such plans as have been suggested should not be lightly passed over as idealistic and Utopian, and it is believed that a careful consideration of the ideas involved will find a ready reception in the public mind. The plans in fact incorporate little that has not been elsewhere suggested from time to time, but an attempt should be made to collect these ideas into an organic whole in such a way as to formulate a general scheme for development commensurate with the needs of the city. It is not urged that any portion of the final plans should necessarily take the precise form or lines here shown, but that in general some such improvements which will equally well or better accomplish the results at a minimum of expenditure and interference with private interests, should be evolved as rapidly as possible in order to take advantage of the passing opportunities for securing good results at a comparatively moderate outlay. It is not attempted at this time to present a plan for legislative or financial procedure, but it is confidently believed that the extent of the improvements do not place them in any way beyond ready attainment by the city at such time as the public confidence and determination for their accomplishment has been fully developed.

The reader is commended to a careful consideration of the report of the Secretary, and extracts from addresses made before the meetings of the Association, especially as they set forth the important and extensive undertakings which are being inaugurated in other cities of the United States and elsewhere. It should not be necessary to repeat the experience of the larger cities of the Old World, in which vast expenditures have been required to correct the short-sighted planning of past centuries.



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## CITY PLAN ASSOCIATION REPORT

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We would also respectfully direct the attention of those organizations which are doing excellent work along the lines of advertising the city, and increasing its population, to the necessity of supporting all efforts to prepare the city for a proper reception of the increase both in population and commercial importance which is desired.

Inasmuch as there has recently been adopted an ordinance which provides for a CITY PLAN COMMISSION, to be composed of six City Officials and nine members appointed by the Mayor, whose duty it will be to prosecute the work for which this association was formed, we submit to that commission this report of the efforts of this association for city planning for St. Louis.

GEORGE J. TANSEY, Chairman.

JAMES C. JONES,

ARTHUR W. LAMBERT,

DANIEL G. TAYLOR,

RICHARD McCULLOCH,

HARRY B. HAWES,

HUGO A. KOEHLER,

ISAAC T. COOK,

MAXIME REBER,

JEPHTHA D. HOWE,

JOSEPH R. BARROLL,

Executive Committee.



## Report of the Secretary

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Comprehensive study for the planning of a city must begin with an understanding of its fundamental characteristics. The early work of such an Association as this will, therefore, be largely one of collecting basic data and formulating rough outlines or plans to be perfected over a period of many years.

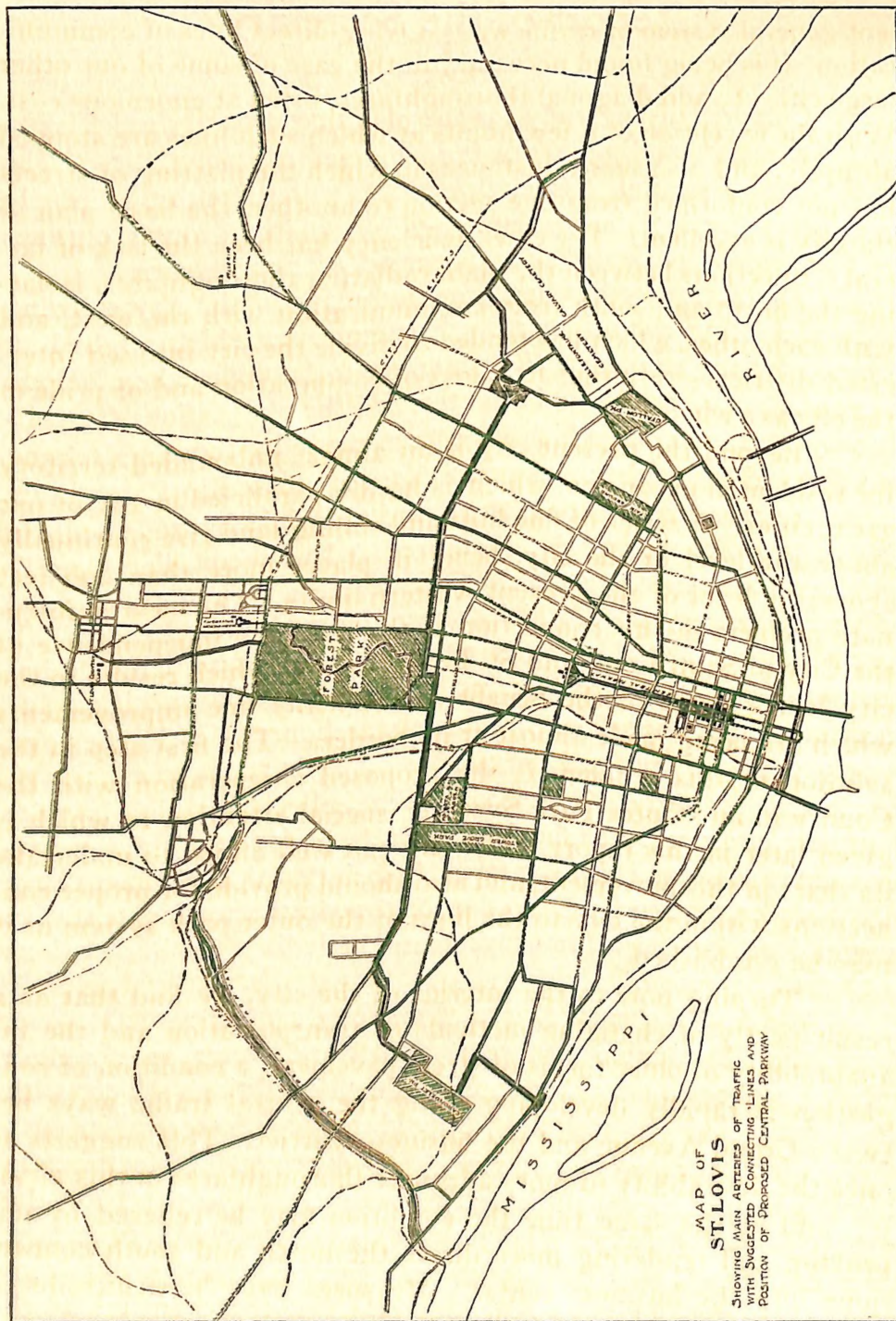
The Secretary has had prepared maps of the city showing present existing conditions along various lines which might best prepare for the studies of city planning to be undertaken. Upon a general street map have been recorded the suggestions for traffic way improvement, which have been made by those addressing meetings of the Association or by those appointed in Committees as well as current projects of the Board of Public Improvements in this regard. There has also been prepared with considerable diligence and reference to authoritative sources, a map of the city and adjacent territory upon which is recorded and designated in different colors (a) all railroad property, (b) location of all important factories, (c) property pertaining to public utilities, (d) location of all important wholesale warehouses, (e) lumber and supply yards, (f) property in use for office or retail business, (g) residential property. The information collected, which is quite complete and accurate, should form a basis for study along various lines contemplated for this Association. Draftsmen have also been engaged in preparation of drawings showing tentative suggestions for special improvements, including the illustrations published herewith.

*Plans prepared  
during the year*

We find the natural site of our city a most available one, there being invaluable resources of fuel and water supply close at hand, and certain marked topographical conditions which, with the location of the railroads, should readily determine proper division into commercial and residential districts. Unfortunately these have not been sufficiently observed in the past, for the best welfare of the city. The general plan of the city is fortunate. A series of fan-like radial arteries reaching from the business center to the City Limits and surrounding country, form an excel-

*Fundamental  
conditions*





MAP OF  
ST. LOUIS  
SHOWING MAIN ARTERIES OF TRAFFIC  
WITH SUGGESTED CONNECTING LINES AND  
POSITION OF PROPOSED CENTRAL PARKWAY



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## CITY PLAN ASSOCIATION REPORT

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lent general system of traffic ways, giving direct lines of communication. It is being found necessary in the case of some of our other large cities to add diagonal thoroughfares, often at enormous cost. With the exception of a few points at which such lines are stopped abruptly, and also many instances in which the platting of streets has not conformed from one section to another, the basic plan of the city is excellent. The chief deficiency has been the lack of lateral connections between the main radiating thoroughfares, isolating the north and south from communication with the west, and with each other, which has tended to divide the city into self-interested districts—resulting in a loss of co-operation and of pride in the city as a whole.

Beyond the present city is an almost unbounded territory for residential expansion, which is hardly paralleled in any of our great cities. A series of fine hills and rolling land rise continually above the level of the city, being in places more than 200 feet above the level of the present western limits. The most unfortunate problem in this connection is the complete independence of the City of Saint Louis and St. Louis County, which results in the city losing much of the benefit of the many fine improvements which are being made almost at its borders. The first step in the solution of this problem is the proposed co-operation with the County in an "Outer Park System," special attention to which is given later in this report. The city can well afford to undertake its share in this movement, and also should provide for proper connections within the city to the lines of the outer park system as it may be established.

*Unusually fine  
outlying territory*

Turning now to the interior of the city, we find that as a result partly of changing methods of transportation and the inadaptability of older forms of street pavement, a condition of congestion is rapidly developing along the central traffic ways between Grand Avenue and the business district. This suggests at once the desirability of more adequate thoroughfares in this vicinity, and at the same time the condition may be relieved by improving and rendering more direct the north and south connections into the business center. Measures have been introduced

*Central traffic  
congestion*







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## CITY PLAN ASSOCIATION REPORT

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by the Board of Public Improvements for opening more direct connections from Lindell into Locust at Channing Ave.; widening of Locust at Thirteenth Street, and the widening of Washington Ave. from Jefferson to Grand Ave., with provisions for more direct connections into Washington Ave. west of Grand. All of these measures are in line with the urgent necessities in relieving traffic congestion and dangerous intersections, and should not only be given hearty support in their passage, but should be promptly undertaken and completed with the utmost dispatch.

It has also been shown that by continuing Gravois Avenue beyond Eighteenth Street, its present terminus, diagonally across a few city blocks, a direct connection into Twelfth Street may be established, which will be a great saving to the traveling public, both on the street railways and in vehicles, from all parts of the southwest. Similarly, a more direct connection from Natural Bridge Road into Jefferson Avenue would shorten the present route of many persons using vehicles, coming from the northwest, who now take a round-about course, bringing them into the central arteries where congestion is already a matter of grave consideration. A map of the city, suggesting the value of these and other connections, is shown herewith.

As already mentioned, it would have seemed possible to have confined the factories entirely to the three present important factory districts, by offering through the municipal government additional facilities and other encouragement to their location within these districts, and it is fortunate that, to the present time, a spread to other sections has not been so great as to become very detrimental. Attention is called, however, to the menace of a considerable increase in these outlying locations, as shown by the accompanying factory site plan, and it is felt that as far as may be possible, steps should be taken to forestall a spread of factories along the western belt line in such a way as to depreciate the value and accessibility of the fine residential properties close at hand and in the territory beyond.

While it will be advanced that there is danger in discouraging the growth of commercial enterprises by restricting their

*Regulation of  
factory location*

*Permanency of  
residential  
investment*



location, and there are doubtless many difficulties in the path of regulation of this nature, we cannot too forcibly point out the tremendous loss to the community, on the other hand, of shifting residential conditions such as are so marked in this city today; and while the commercial supremacy of the city is not to be lost sight of, it must not over-shadow provisions for pleasant residential conditions and permanency of values such as to encourage a healthful growth in this regard.

*Results of delayed  
improvements*

The value of city planning is most forcibly illustrated in connection with this subject, by the present condition existing in Florissant valley. It is maintained that a factory section should be established here because the property is valuable for nothing else, and yet this proposed factory site is within a few hundred yards of Kingshighway. The reason of this lack of value is that Kingshighway, for which plans were established eleven years ago, has not as yet been sufficiently improved to create a popular confidence in its reality strong enough to induce the fine residential conditions which should naturally occupy this entire section of the city. A glance at cities in which residential permanency has been assured by established parkways, will readily convince the conservative investor of the value of such improvements.

*Regulative  
measures*

It is not within the province of this organization to enter actively into the campaigns for regulative measures, such as the repression of billboard advertising, the care of vacant property and the question of smoke abatement. However, it will be readily seen how important these become to the success of all projects for beautifying the city and we should give our hearty endorsement and personal support to the efforts being made for advancement along these lines. There is no greater problem before the city today than the instability of residential investment due to the increasing detrimental effect of soft coal smoke throughout the city.

The improvement of market places and pleasure spots under the direct control of the city, the embellishment of important street intersections, better street illumination and lighting standards, together with the elimination of unsightly pole lines, are measures which should receive attention in the general scheme of



planning either specifically or in conjunction with other subjects contemplated in our prospectus.

A commendable advance has been made in the establishment of play grounds under the bond issue for that purpose. However, only the more urgent necessities have thus far been met and it would be within the province of a general plan to provide for a proper disposition of play grounds throughout all sections of the city where they may be required.

*Play grounds*

A greater degree of systematic and consecutive expansion should be encouraged in the Department of Public Construction and Maintenance. How much more effective, for instance, would be the zoölogical collection in Forest Park if it could have been extended and maintained in the past under a carefully devised plan, both as to housing and equipment. At no additional expense, the results in these departments can be improved by the establishment of and adherence to carefully devised plans, and a sequence of improvements should be secured from one administration to the next by the presence of an organization which will see that those plans are followed which have been thus definitely outlined. Such an organization can also give publicity to the special improvements which are being worked out and thus engender an interest and pride in the movements which are being carried forward. We may note with satisfaction the very considerable attention which has been given by the Board of Public Improvements during the past few years to matters of special improvements, as well as increased efficiency in many regards. However, these officials have not hesitated to admit that their departments must, necessarily, be so completely engrossed in meeting the necessities of the present that neither time nor means are at hand for comprehensive study of future development; consequently, such comprehensive and consecutive city planning must be undertaken largely independent of the City Government, and a properly constituted public organization can best take the initiative in preparing plans and, where necessary, arranging for the employment of expert service for the study of the larger problems of city development.

*Planning for  
systematic public  
improvement*

*Lack of provision  
for comprehensive  
advance planning  
in departments  
of public  
construction*

The question of a fine thoroughfare between the logical



*The Central  
Parkway*

heart of the city, at Grand Avenue, near Olive, and the business district is one of vital importance to the proper growth of the city. Such an improvement would not only form a much-needed traffic-way, but by giving it proper scope would form a nucleus around which a general renovation and beautifying of the city might be started. The tentative plan which has been worked out under the caption of "The Central Parkway" embodies some ideas which have been advanced before, but goes farther, we believe, than any of the former plans. It would seem to include in a most fortunate manner provision for a number of much needed improvements, and by binding them into a unit, would have the added advantage of the enhancement of each by the existence of the others. These improvements which, it is suggested, should extend at least from Twelfth Street to Grand Avenue, near the present position of Chestnut Street, would form a wide plaza for a public buildings group, with the present City Hall and Municipal Courts as a nucleus for further City buildings; this being carried through to the Union Station includes, at once, the long-felt desire for a better gateway to the city, with proper and dignified connections to the business and hotel districts. West of the Union Station a less width is maintained to a point beyond Jefferson Avenue, where it continues along the present Lawton Avenue at such width as can best be secured with the least damage to existing buildings. Approaching Grand Avenue, the parkway branches into Lindell and Forest Park boulevards, and the intervening spaces are occupied with open plazas around, and in which should be grouped buildings of a public and semi-public nature which, by reason of this most central location, would be convenient to all sections of the city. The axis of the parkway, which in the plan cannot be carried west of Grand Avenue, should be marked by some important building of monumental character, such as a grand Symphony Hall or other similar edifice.

*The Grand  
Avenue Group*

All of the foregoing subjects have been discussed merely as suggestive of the lines along which the efforts of this Association may be applied. The proper perfection of any one of these various lines of improvement presents subject-matter for the attention of



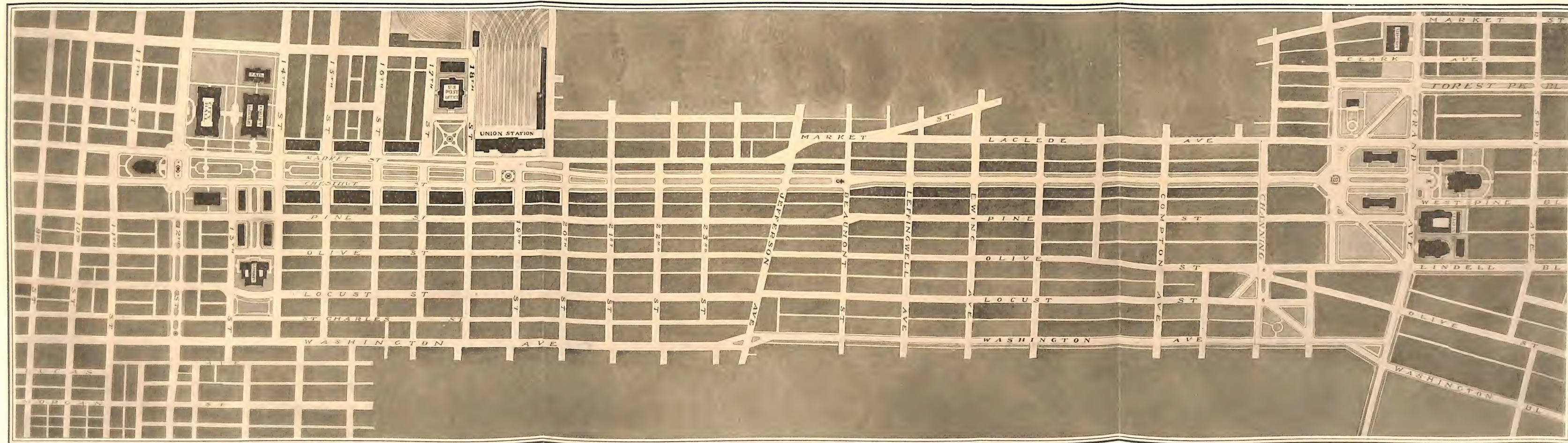
Plan of Central Parkway



Municipal Buildings Group

Union Station

Grand Avenue Group



PLAN OF CENTRAL PARKWAY.



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CITY PLAN ASSOCIATION REPORT

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*The Central  
Parkway*

heart of the city, at Grand Avenue, near Olive, and the business district is one of vital importance to the proper growth of the city. Such an improvement would not only form a much-needed traf-

## Plan of Central Parkway



the Association over a period of many years. It is hardly necessary, in this connection, to discuss at length the improvements which have been carried out and are being formulated and undertaken elsewhere, inasmuch as they have been given considerable publicity through the press and the civic organizations of the city, but a short résumé is added for the purpose of showing that the scope of the improvements herein suggested is not out of line with what has already been accomplished and is being accomplished elsewhere, and certainly no more comprehensive than should be felt to be imperative to the proper growth of the city.

*City planning in  
other cities*

The City of Washington is now being developed in accordance with a very comprehensive plan for its arrangement and embellishment prepared by a commission of experts some years ago along lines which are in keeping with its importance as the seat of government. Returning to the excellent plans originally laid down by General Washington, worked out by L'Enfant, the French expert of that day, provisions are made for the re-establishment and proper improvement of the Mall, and also for additional and more adequate public buildings. These plans comprise a study of the arrangement of the whole city, including an extensive outer parkway system.

*Washington*

The effective grouping of public buildings has had marked consideration in the cities of Cleveland, St. Paul, Denver and elsewhere and elaborate plans have been adopted and improvements are in progress of construction.

Cities on the western coast have specially shown the possibilities of a thoroughly aroused civic pride, as witnessed by the enormous undertaking of Seattle in reducing the great hills which blocked the proper expansion of its business center.

The value of systematic park improvement has been most fully demonstrated in the cities of Boston and Kansas City. The former in addition to a most comprehensive internal parkway system has, under the Metropolitan Park Commission, developed a wonderful chain of outer park reservations and connecting parkways reaching a total of 10,258 acres. This great work can be practically duplicated in our city under the outer parkway legis-

*Park Systems  
of Boston  
and Kansas City*



lation which it is hoped will shortly be brought again to the vote of the people. Kansas City has not only completed a system of parks and boulevards devised in 1893 at a cost, to the present time, of fully \$10,000,000, but is continuing to expand this system into the outlying districts in a manner which convincingly shows the accepted wisdom of such improvements. Many other cities have done much in park expansion with universally the same beneficial results. New York has had especially to meet the problems of crowded tenements and traffic congestion, contingent upon increased population, and plans involving vast expenditures have been prepared and to a considerable extent executed.

*"The  
Chicago Plan"*

Chicago has gone more elaborately into the matter of planning for an idealistic city in all its departments than has been attempted heretofore, and the recent report prepared under the direction of the Commercial Club, after a study of a half dozen years and an expenditure of more than \$75,000.00, has set an example for thoroughly effective work of this character which may well be emulated. It shows the possibilities of developing from the present chaotic conditions a most comprehensive and imposing arrangement for traffic ways, municipal centre, lake front and general parkway improvement and an admirable solution of transportation and industrial problems which, when entered upon, will set a new standard of scientific city development. Chicago has as an accomplished fact a series of remarkable play grounds completed under the South Park Commission at a cost of many millions, which is already producing a most wholesome condition in the crowded sections occupied by those employed in industrial pursuits.

*The Pittsburgh  
"Survey"*

Many other similar movements might be cited in this country, as well as in the modern cities of Europe and South America, but our space does not permit further expansion of the subject. The benefits resulting from a more comprehensive study along different lines is now leading cities to a more general attention to all departments of growth, and scientific statistical studies are being made along every line of city activity. As instanced in the work being carried on under the Russell Sage Fund and the recent



Bird's-Eye View  
of  
Central Parkway



BIRD'S EYE VIEW SHOWING THE PROPOSED  
**CENTRAL PARKWAY**  
IN RELATION TO THE BUSINESS CENTER  
**ST. LOUIS**

THE  
CITY PLAN ASSOCIATION  
1910-'11









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CITY PLAN ASSOCIATION REPORT

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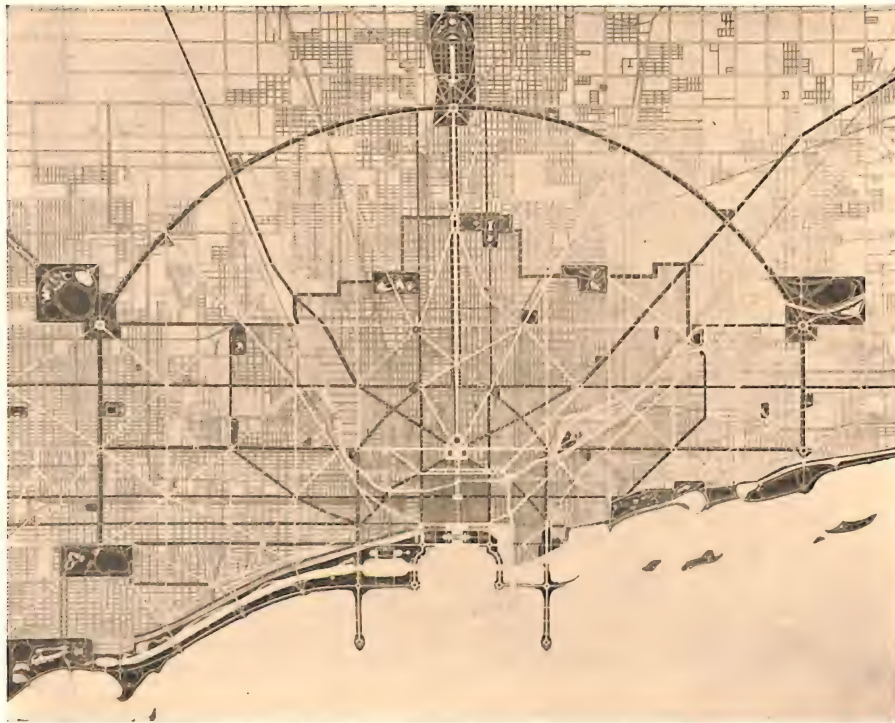
"Pittsburgh Survey," graphic tables are prepared, showing the distribution of expenditures over a considerable period of years, with comparative results. All such investigations become valuable in directing attention to the weak points in the past development of the city, and by a better knowledge of these defects and tendencies become helpful in a comprehensive study for future expansion.

It will be well for those interested in these matters in our own city to make a careful study of all such work that is being done elsewhere, and yet we should not lose sight of the fact that our problems are individual to our own city and must be met by a specific treatment most adaptable to our conditions.

Respectfully submitted,

HENRY WRIGHT, Secretary.





Copyright Chicago Commercial Club. Courtesy C. C. C.

Proposed Plan for the City of Chicago, showing Lake Front Parkway, Yacht Harbor and Docking, Civic Center with radiating arteries, and Park and Boulevard System.



## Extracts from Addresses Before Meetings of the Association

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### Address of Mr. J. R. Barroll

May 24, 1910

"The corner-stone of this Association must be confidence; not only confidence in our ability to accomplish the work undertaken, but also confidence in the members composing the Association. In Europe, Americans are looked upon as hasty to take up new things and willing to start new ventures without fully counting the cost or the results of their effort, but on the other hand, I believe the American people, as a rule, are inclined to be suspicious of every new movement that is inaugurated, for you will hear on all sides questions raised, 'What is to be gained by the promoters of the new plan? or how will members of the proposed Association benefit by the work undertaken?' I say then, that we must band ourselves unselfishly together for this work, and have confidence in our fellow associates as well as in the merit and ultimate success of our undertaking.

"I trust I may be pardoned for claiming that every successful business and every large estate owes a duty to the city, for these properties owe their value to the city in which they are located. Now the duty I mean that the business houses and the estates owe to the city, is that of seeing that their buildings are a credit to the city as to location as well as architecture.

"I have been asked to make some practical suggestions touching on this work of ours, but it seems to me the time is hardly ripe for the discussion of that particular part of our work; however, in passing, I may call attention to three very practical suggestions.

"As I walked down the great civic center on Kingshighway, admiring the beautiful buildings and splendid wide boulevard, I came to the Racquet Club, and then next on the north noticed the unsightly bill-board stretching across the vacant lot with a jagged foot-path across one corner, the whole lot covered with unsightly weeds, and I believe this Association will have influence enough to show the owner of that property the wisdom of not renewing the present contract for bill-board privileges at its expiration, and can get him to clean up the lot so that it will not be the single eye-sore between Laclede Avenue and the Suburban Tracks on this street. The next time you pass Thirteenth Street on Washington Avenue, going east, look at the horrid dwelling opposite the Ferguson-McKinney Dry Goods Company's building, which is not only untenanted, but has the windows and doors boarded up with glaring white wood. The owner of this property should be approached with a view of having this



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## CITY PLAN ASSOCIATION REPORT

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eye-sore removed from the heart of our jobbing district; I believe it can be done. I always take visitors from out of town over to the South side to see that beautiful group of buildings, including the Teachers' College and the High School on Theresa Avenue. These buildings would be a credit in any city in the United States, and they are especially attractive, set as they are in such beautiful grounds. At the time those buildings were located, an Association, such as ours, could undoubtedly have created sufficient public sentiment to compel the location of them on Grand Avenue instead of having them hidden away out of sight in such an insignificant way as they are now. These suggestions indicate how our work lies at hand in the every-day routine of our affairs, in addition to that much larger work which will include the City Plan for the future.

"Our principal work must be educational, of course; and the magnitude of the undertaking can be well exemplified by citing the fact that Chicago's citizens have spent six years' work and \$75,000 before they were able to set forth their city plan in book form and give it to the public.

"To many the City Plan means much expenditure and increased taxation, but in reality the reverse is the case, for if the future development and improvement of this city be made along well defined lines, great saving will be the result, through the lack of necessity to correct bad mistakes, if for no other reason. If Chicago had established its City Plan when the population was only 700,000, many, many millions of dollars would now be saved to them in carrying on the work necessary to correct the evils which have crept in since the city was that size. The work of the City Plan is not merely to beautify—for American cities are commercial—therefore much of the work must be directed towards facilitating the movement of people and goods from one point to another.

"Since I came into this meeting my attention has been called to the fact that on May 2d just past, there was held in the city of Rochester the second National Conference on City Planning, and St. Louis was not represented. Let us promise ourselves that at the next National Conference our Association will be represented for the honor and dignity of St. Louis.

"And then let us not forget that this generation is the only one that we can influence directly, and so let us determine that the St. Louis City Plan shall be adopted in our generation and as much work done towards its perfection as possible."



## Address of Mr. Richard McCulloch

May 24, 1910

I have been asked to say something regarding the advantages of a City Plan. These advantages may be regarded from two viewpoints: first, utilitarian, and second, aesthetic. We will first consider the utilitarian advantages. One of the most evident is the correction of mistakes and oversights which have been made in the laying out of our streets and avenues. The property in the city and neighborhood of St. Louis originated in Spanish and French grants of land disconnected with each other, and chosen rather for advantages as farming sites than for any other reason. In most of the newer western cities, such as Chicago, property has been laid out based on a United States land survey, and, therefore, the streets are straight and spaced equal distances apart. In St. Louis most of the long streets were originally country roads and probably had their beginnings in cow paths through the woods. The directness, or indirectness, of the streets probably depended more upon the personal characteristics of a particular cow and the number of obstacles she met with than anything else. In Broadway, Gravois Road, etc., the cows must have met with a good many stumps. . . . You will notice that many of the east and west streets run out either at Jefferson or Grand Avenue, or if they continue they are continued with an offset. This fact has arisen from a lack of concerted action in laying out adjoining property at these points, and a desire on the part of the owners of the property to get as many lots and as much frontage as possible without reference to the effect upon through travel. . . .

It must not be supposed that this carelessness in planning has ceased. The same thing is now going on. For example, Parkview Place, as now laid out, and the Washington University property, completely cut off access from Skinker Road westwardly between Delmar Avenue and Forsythe Boulevard. The property south of Forsythe Boulevard is now being laid out so that there will only be one through street between Forsythe Boulevard and Clayton Road. Every real estate promoter in the county is now feverishly engaged in subdividing his property so as to get as many lots and as much frontage out of it as possible without reference to easy and convenient connections between his property and that of his neighbors, and without reference to the future developments of other routes. A great deal of good could be accomplished right now by a commission with powers of condemnation in connecting closed-off streets and in providing other avenues of communication between the different parts of the city.



## CITY PLAN ASSOCIATION REPORT



The accompanying illustration shows the termination of Gravois Road. This is the principal road leading to the southwest and should be the great avenue by which the southwestern part of the city would communicate with the centre of the city. Gravois Road, however, runs out at Eighteenth Street, and from there it is necessary to travel to the centre part of the city by a circuitous route. As indicated in dotted lines on the map, the extension of this street for several blocks would bring Gravois Road directly to the Twelfth Street Bridge, and this could be

done by the condemnation of a small amount of property. Let us see what this is worth. It is estimated that this prolongation of Gravois Road would amount to a saving of at least 10 minutes in each direction, or 20 minutes every day for every person traveling over this road. This saving of 20 minutes per day for over 300 working days would mean a saving of 100 hours per year, and if we estimate that this time is only worth 20 cents per hour, it would mean a saving of \$20.00 per year per person, and if we estimate that 25,000 persons, saving, it means that the aggregate value of the time saved would be \$500,000 per year. It is, therefore, probable that the entire cost of this improvement could be paid for in a few years.

This is only one of the many changes which might be effected in this way. At present there is no direct route to the northwestern portion of the city from the central portion. It is probable that a direct avenue could be established by the condemnation of a small amount of property.

We find also certain thoroughfares which would be important arteries of communication if they had not been blocked off because someone, in laying out his property, did not provide for their extension. Spalding Avenue, in the northwestern portion of the city, is an example of this, and we could find many others in studying over the map.



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## CITY PLAN ASSOCIATION REPORT

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It is unnecessary to state that in straightening out the main arteries of the city the transportation lines should be made to follow them, and the time saved in traveling from one part of the city to another would reach into astonishing figures.

It is evident that there are certain portions of the city which are particularly favorable for development as residence districts; there are other portions which are particularly favorable for development for factory use, and there are also districts which are suitable for railway and warehouse purposes. A well-devised City Plan would develop each portion of the city for that purpose for which it is best suited, and in laying out these districts it should be the aim to provide everything in the district to attract what is desired. If necessary, even vacate some of the streets for railway purposes. For instance, I am of the opinion that a large portion of the river front should be devoted to manufacturing. These factories should be allowed the greatest latitude in railway communication and in privileges on the river front. St. Louis has all of the advantages which should attract manufacturing interests. We have cheap coal, an abundant supply of good water, an agricultural country around us which should supply cheap food, an admirable climate, and we are in the centre of a large and prosperous population. We can attract factories here by improving our natural advantages. The City's present policy of monopolizing the water supply and the river front will not do this, and if factories are attracted to this locality under present conditions, they will locate on the east side.

So far we have considered only utilitarian advantages.

The advisability of a City Plan is probably even more advantageous from an aesthetic standpoint. The laying out of parks and boulevards, the planning of public and quasi-public buildings along these boulevards, not only in the city, but in the environs of the city, present boundless opportunities to the City Planner.

The Commercial Club of Chicago has recently published an elaborate plan for the beautifying of Chicago. Part of the work contemplated in Chicago involves the formation of lagoons along the entire lake front by means of artificial islands built in the lake from the refuse of the city; a large park to be built in the lake at the business centre, a yacht harbor, an extensive dockage for steamers, a proposed civic centre connected with the lake by means of wide avenues, and a system of parks and boulevards around the city, stupendous in extent. They have estimated that by 1950 Chicago will have a population of 13,000,000 and will be the largest city in the world.

If we wish further examples of what might be done we may find them in plenty in the older European cities. The celebrated boulevards of Paris, which



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## CITY PLAN ASSOCIATION REPORT

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have added so much to the life, gaiety and attractions of that city, and changed Paris from a dirty, unsanitary, unattractive, mediaeval town, were planned by Louis XIV, begun by Napoleon and carried out by Baron Haussmann during the reign of Napoleon III at an estimated cost of \$265,000,000. Just to show that an improvement made for aesthetic reasons may have a utilitarian value, it has been estimated that travelers spend in France for transportation, amusements and purchases the sum of \$600,000,000 every year, and it is needless to say that a good many of these \$600,000,000 are good American dollars. This is a pretty high premium on the original cost of the improvements.

London is now engaged in cutting connecting streets through the heart of the city, through property of enormous value and consequently at a tremendous cost. It is estimated that in the last half of the 19th century London spent \$100,000,000 in this work, and the new Traffic Commission is now engaged in spending \$125,000,000 more. One of the greatest improvements has been the Thames embankment, and it is interesting to note that this was proposed by Sir Christopher Wren, the architect of St. Paul's, together with an elaborate street system for London in 1666, all of which was rejected at the time. London would have found it much more economical to grow according to Sir Christopher Wren's plans than to build unwisely and then tear it down.

One of the most notable examples of what might be done in this regard has been carried out in Vienna. The old city of Vienna was formerly surrounded by a wall and moat. These have been removed and in their place has been constructed a beautiful boulevard, called the Ringstrasse, surrounding the entire city, along which are located most of the public buildings.

I might go on almost indefinitely and recount the work in city beautifying in European cities. During the past twenty-five years there has been almost a frenzy of city planning among the German cities, large and small. This has been due in great part, perhaps, to the great prosperity of the German Empire since the Franco-Prussian war.

Having all of this European experience before us we should be able to profit by their works, and if we are to gain any lesson from them it is that it is never too soon to begin; that city planning should be done in advance of the city's growth; that thoroughfares, highways, parks and boulevards should be laid out long enough in advance of the growth of the city so that property necessary may be acquired at reasonable prices, and so that permanent improvements, both public and private, may be located with reference to the future development of the city.



## Address Before the City Plan Association

December 7, 1910, by Hon. Jas. C. Travilla

A superficial study of the map of St. Louis will clearly show that little attention has been given to the requirements of any general City Plan.

Conditions existing here are found in our large American cities, Washington excepted. This disregard of a general City Plan is not due to indifference on the part of city officials, but is the invariable consequence of our system of acquiring highways. The real estate owner endeavors to obtain the greatest possible number of front feet when sub-dividing a piece of property, and usually works solely to this end, without any consideration of the width and continuity of streets or alleys already laid out or proposed.

In considering a City Plan, attention must be given to the relations existing between streets, transportation facilities and city expansion. The subject is receiving attention from legislative bodies in many American cities.

Some years ago, the City of Boston created a City Plan Commission which platted on paper a City Plan. The work of the Commission did not meet with success for the reason that the law did not compel property owners to conform to the official plan.

Here in St. Louis, the City Charter, adopted in 1876, attempted to provide for the platting of highways, but the law has been continually evaded by the platting of private streets, which later on must be opened up by condemnation proceedings. The projection of new streets is therefore only partially within the control of city officials.

In every growing community, the platting of lands near to but beyond the corporate limits, is a fruitful source of trouble, and it is in this way that many of the irregular lines are formed. Highways thus laid out to meet purely temporary requirements eventually become city streets, and as soon as the limits are extended, must, from necessity, be basic lines in any plans formulated. It need scarcely be said that these accidental and haphazard streets are inconvenient for purposes of traffic, and are so many disturbing factors whenever an effort is made to secure an orderly and coherent system of highways.

The motor car has brought forcibly into general notice the evils resulting from the lack of a proper City Plan, as an increasing number of our citizens are able to understand that we have an irregular system of highways. Only a few of the highways intersecting Grand Avenue are continuous. This is awkward and confusing. A bill is now pending in the Municipal Assembly for the improvement of conditions at the intersections of Grand and Washington Avenues. The Board of Public Improvements has under consideration plans for widening the intersections of Thirteenth and Locust Streets and Channing Avenue and Locust Street.



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## CITY PLAN ASSOCIATION REPORT

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Coupled with other evils resulting from the want of a City Plan is one that affects every resident and nearly every visitor—that is, the multiplicity of street names. On the official city map in the Street Department are 1146 street names, and the number is constantly increasing. It is probable that no single enactment would be more far-reaching for practical good than one absorbing superfluous street names, by giving one single title to all thoroughfares that are practically upon the same line. An ordinance having this end in view could be opposed only for sentimental reasons. The use of numbers for north and south streets would further simplify matters. This is directly associated with the problem of a general City Plan.

Only a small part of the city of St. Louis was laid out in accordance with a comprehensive plan. The first and only attempt on a large scale was in 1838. The city was then the owner of 3000 acres of land, known as "St. Louis Common Fields," located south of Chouteau Avenue and east of Grand Avenue. Charles de Ward was directed to plat this tract into blocks, which he did. As necessity required these blocks were subdivided by the city into rectangular city blocks, with the result that this section of the city is symmetrical and uniform. Unfortunately, however, a similar condition does not exist in any other large area within the city limits.

In modern city planning, this old idea of rectangular arrangement of a city, with all streets either parallel or at right angles to each other, is not looked upon with favor. Such a plan not only gives an impression of monotony, but at important street intersections there is congestion. This congestion at street intersections may be avoided by the introduction of squares or plazas such as we have at Third and Washington Avenue, or at Broadway and Chouteau Avenue. For the residential districts curved street lines, such as we have in Compton Hill and Park View, are considered the best practice.

We have seen how improved highways, through administrative action, may be transformed into main arteries by being improved with a smooth pavement and cleared of obstructions, such as car tracks, etc. An example of this is Chestnut Street, from Fourth to Twentieth Streets, and Washington Avenue from Grand Avenue to Union Boulevard. What has been done in these cases can also be accomplished in respect to other highways under the control of the Municipal Government. As soon as the city prepares a desirable channel, traffic will flow naturally through it.

Most of the broad highways and beauty spots we now have are the creation of the people through the Municipal Government and not due to private effort or enterprise. Our main arteries of travel, such as Grand Avenue, Kingshighway, Lindell Boulevard, Forest Park Boulevard, and Page Boule-



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## CITY PLAN ASSOCIATION REPORT

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ward, were not established through the dedication of land by the owners of neighboring property, but were acquired by condemnation proceedings. When these proceedings were instituted, realty values were low and there was little opposition on the part of taxpayers. Today we are able to see what a vast aid these wide highways are in the development of the city. If we evolve a City Plan and commence the work that will make St. Louis the pride of future generations, we must blaze the way by opening up highways along broad lines by condemnation proceedings. In no other way is it possible to carry into execution a desirable City Plan.

It is an easy matter to offer suggestions in working out a City Plan, but when one considers the cost and the present financial requirements of the city, one is at a loss to know where and how the work should begin.

As a suggestion along this line, let us suppose that Washington Avenue is made into a broad highway from Jefferson to Grand Avenues, in keeping with its width east of Jefferson Avenue and is paved with a smooth pavement, what a show street we would have! And if Twelfth Street were opened to north and south St. Louis in keeping with its width from Market Street to Washington Avenue; or if the diagonal streets, such as Gravois, Easton and Florissant Avenues were continued so as to tie into the main east and west traffic arteries, what a start we would have towards a comprehensive City Plan!

I believe this Club is the first of its kind, and is therefore in the forefront of the movement aiming at the adoption of a fixed, definite plan for the improvement of the city. If a united effort is put forth success is certain. Will this Club father such measures and accomplish for St. Louis what one man did for Paris?

After seeing our residential district, a distinguished visitor declared this city to be the Paris of America! A few such wide avenues as I have suggested will materially aid traffic conditions and do much to make indisputable the title our visitor bestowed upon us.

The City is particularly unfortunate in not having the parks and residential districts in the southern and northern sections connected with the west end by a wide and attractive highway. The Kingshighway Boulevard scheme will do much to remedy this deficiency in our City Plan. At the present time a number of sections of this important thoroughfare are under contract for improvement, and other sections are in process of condemnation. Seven condemnation proceedings have been completed. The land damages under said proceedings amounted to \$601,960. Of this amount the city has paid \$500,000 out of the bond issue for this particular purpose.

There have been many unavoidable delays in the development of this



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project, largely due to the provisions of the Boulevard Law, which specifies that the land damages can be assessed only as benefits against the property fronting or adjoining the boulevard. In the opening of streets, the damages are assessed in a benefit district, the boundaries of which are unlimited. The law authorizes the Commissioners appointed by the Circuit Court to fix the benefit district. We are operating under the law governing street openings instead of the Boulevard Law in condemning the remaining sections of the boulevard.

Contracts are now being executed for bridging, grading, planting and paving on this highway to the amount of \$485,715, of which sum \$336,380 is for a monumental concrete viaduct over the railroad tracks south of Manchester Avenue, and \$149,335 is for planting and paving. All of the work under contract is in the southern part of the city. There is every indication that the greater part of this highway will be fully developed within the next two years, and when open will connect all the large parks and important residential districts.

In closing, I desire to recommend that all city planning be considered from a utility basis first, after which the artistic features may be considered.



## Address of Mr. Hugo H. Koehler

December 7, 1910

Town-planning, at the present time, is perhaps more consistently and persistently carried on in Germany than in any other country. This may be ascribed to two principal causes: first, to the remarkable increase of the population of German cities during the present age; second, to the far-reaching town-planning powers which have been granted to the municipalities by the government. The growth of German cities, which is the result of extraordinary industrial and commercial expansion, is comparable only to the growth of cities in our own country. Frankfort, for example, which in 1870 had less than 80,000 inhabitants, has today over 400,000; Hamburg, which in 1880 had less than 500,000 population, today has over 1,000,000. The same increase may be observed at Berlin, Munich, Dresden, Leipzig, Bremen, Breslau, Koenigsberg, Düsseldorf, Nürnberg, and many other of the larger centers. Very naturally, in consequence of the continual expansion of municipal territory, the problems of what is known as "town-planning," or in a broader sense, "town-building," were constantly forced upon the notice of the people. Under the accurately scientific and systematic methods of government characteristic of Germany, the questions involved were repeatedly studied by commissions called together for that purpose, and largely upon the finding of these commissions the present broad powers were granted. Laws similar in scope and purpose have since been enacted in nearly all the countries of Europe. Everywhere Europe seems alive to the movement, and wherever you may go town-planning is the subject of active municipal study, or the work is actually under way. In Germany the rivalry between cities in this respect is intense, and the various municipalities vie with each other in the amount of money expended for civic improvements, and the elaborateness and ornateness of their plans. The benefits are obvious. As summed up by Mr. Frederick C. Howe, in Scribner's, *"a finished city attracts people; it brings manufacturers and business; people choose a beautiful city as a place of residence; visitors make pilgrimages to it; the children raised in such environment make better citizens, better artisans, and above all, it pays, not only in the current coin of commerce but in the refinement, the cheerfulness, the happiness and the outlook on life of the poorest inhabitant."* Our own eastern cities, and more recently some of our western cities, seem to be growing equally alive to the advantages of systematic town-planning, and there is little doubt that the movement will soon spread throughout the entire United States, and will become one of the most active as it certainly is one of the most important of those that affect our community welfare.

Town-planning, generally speaking, is not a modern art. The ancients knew well the attractiveness of civic centers. The Roman Forum and the



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## CITY PLAN ASSOCIATION REPORT

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Acropolis at Athens are familiar examples. During mediaeval times, one of the most notable efforts of city planning is seen in the Plaza of St. Mark in Venice, and more recently we may point to the very beautiful and comprehensive street plans of Baron Hausmann in Paris, and in our own country to the plans of George Washington and his engineers for Washington, D. C. As practiced in Germany town-planning does not, however, mean merely the creation of civic centers, boulevards and parks, but it means the *planning of a city for a generation in advance*,—establishing districts or zones for various uses and various classes of buildings; controlling the height and material of buildings to be erected in such districts; reserving sites for school houses and other public buildings; erecting fountains, monuments and other objects of adornment; providing adequate facilities for railroads and the industrial needs of the community; and perhaps most important of all, the supervising of all architecture, not only with reference to construction but with reference to civic art, harmony, and appropriateness. The advantage of such a system becomes apparent when we stop to consider the result of the haphazard growth of American cities. We find them spread over an unnecessarily large area, addition after addition annexed, new sub-divisions plotted, with little or no attempt at design, and without regard to a general plan. No comprehensive or consistent laying out of highways and boulevards, providing convenient and ready access from one part of the city to another, to its railway stations, parks, etc. No provision for so-called open spaces or centers, sites for public buildings, the proper location of street cars, railroads and factories; very little conceded toward the ornamentation of the city,—almost everything to the utilitarian requirements of the moment. Consequently we find factories and store buildings obtruding into residence sections, and one class of residences into another. The result is a condition of uncertainty and confusion. The population is drawn away from the older to newer parts of town, and property in the former falls in value, floundering about helplessly for the time being, seeking an income. Time and again we observe how respectable residence sections are given over to a cheap class of tenants, or suffer from the intrusion of makeshift buildings, or alterations calculated to yield an income. That the appearance of the city suffers thereby and investments are rendered uncertain needs no demonstration. Nor do the newer sections of the city fare much better. There are districts in St. Louis which have been covered during the past decade with shoddily built houses that can hardly be considered an improvement on the old, and far from adding to the appearance of the city are not even desirable from the standpoint of investment. The cost of policing, lighting, paving, sewerage and providing this vast area with fire protection is already great and will continue to increase.





Leipzig.—A Civic Centre with Municipal Theatre in Background. The Main University Building, Imperial Supreme Court, and Municipal Museum, also Surround this Plaza.



A Church in Berlin, Showing Effective Setting at the Junction of Radiating Streets





Effective Treatment of Street Intersection



A Typical Example of the Impressive Setting of a Railway Station in France or Germany



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## CITY PLAN ASSOCIATION REPORT

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The number of ugly and dilapidated buildings will grow, and good architecture receive little encouragement. It may not satisfy our local pride to recognize these facts, but I consider it good patriotism to point them out. Judged from the more recent experience of European cities it would seem probable that these evils can largely be remedied by the enactment of suitable laws and regulations. We submit to all manner of control in our business operations—why should we not accept it in our building operations when these are so frequently carried out to the injury of our neighbor? Whether all the laws and methods adopted in Europe are applicable to American conditions may be questionable; but the subject seems worthy of diligent study, and there can be little doubt that remedies consistent with our institutions will be found to reach most of the evils. Meanwhile municipal government can accomplish much through other means. It can set an example in civic beauty and pride by pursuing a liberal policy of city adornment. To that end I have in mind the creation of a connected system of parkways with embellished plots, ornate street centers, fountains, monuments, etc. Furthermore, the careful planning of buildings and other public improvements, with an eye to beauty and architectural effectiveness, the selection of spacious sites for public buildings, and generally a more varied and picturesque planning of streets in the new portions of the city. A policy so outlined would without doubt lend stability to all parts of the city, gradually improve its architecture, and advance the good taste of its people.



## City Plan Association

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**MAP SHOWING EXTENT OF PROPOSED PUBLIC RESERVATION DISTRICT**  
 Missouri River on North, Mississippi on East, Meramec River and County Line on South, Bonhomme Township Line on West. The Parkways and Park Areas Shown in Green, are only Suggestions. Commissioners Would Determine What Areas Should be Purchased and Roads Improved.



Map of  
The Outer Park System



## Outer Park System

The following extracts are taken from the bulletin of the CIVIC LEAGUE on the Outer Park System in order to bring this matter again before the public. An early opportunity should be sought for a reconsideration of the adoption of the provisions for a Commission in St. Louis and St. Louis County.

### Recreation Facilities a Necessity

"Means of recreation are more than a mere luxury. Fresh air and the opportunities of outdoor life must be provided by the community if it is to have a vigorous and contented people. This is especially true of inland cities which do not have the advantages of lakes and oceans."

### Park Land Should be Purchased Now

"The few remaining areas of wooded land and choice portions of natural scenery should be acquired before they are destroyed or utilized for other purposes, or the prices become prohibitive. Present parsimony means future extravagance.

Forest Park (1371.94 acres) was purchased in 1874 for \$849,058.61, or \$620 per acre.

Fairground Park (128.94 acres) was purchased in 1908 for the moderate price of \$700,000, or \$5,426 per acre—an increase of 87% over the price paid for Forest Park."

### The Time is Opportune

"Rapid transit is only a question of a few years, when rural advantages will be brought within easy reach of the toilers in downtown offices, stores and factories. Already in Chicago and New York suburban homes ten to fifteen miles from the business center, can be reached within twenty to thirty minutes. Furthermore, the automobile is working a revolution in living ideas of urban people. We should secure this park land and improve the highways in advance of this rapid rural development."

### The Missouri State Law for Outer Park System

"The General Assembly, in 1909, passed a law enabling cities and counties of Missouri, upon a majority vote at a general election, to establish outlying park reservations."



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This act provides that upon petition of 5 per cent of the qualified voters in a district, followed by favorable election, the Governor shall appoint a Commission of five, with a salaried President, with power to organize, plan and adopt a parkway system, and to purchase and maintain same, with power to issue bonds and levy taxes in accordance with specific limitations.

### Probable Cost

"The establishment of the district and a levy of the taxes permitted under the law can not work a hardship. If the commissioners should go to the limit in issuing bonds and levying the annual tax the expenses to a piece of property valued at \$5,000 could not exceed the following:

1. \$5,000 actual value equal to \$2,500 assessed value.
2. Bond issue  $\frac{1}{2}$  of 1% of assessed value—\$12.50—payable in 20 years at 4% interest, approximately 75 cents per annum.
3. Tax levy of 2 mills on assessed value, \$5.00.
4. Total annual cost to property worth \$5,000—\$5.75.

This annual cost to property owner can not be exceeded without the approval of a two-thirds majority of qualified voters.

The Metropolitan Park System, including bathing beaches and large recreation buildings, about Boston, costs the taxpayers approximately \$500,000 annually. Even if that amount were annually spent on a park about St. Louis it would mean a cost of not more than \$2.50 to the owner of property valued at \$5,000."



# CITY PLANNING ASSOCIATION REPORT

The report of the City Planning Association for the year 1911 is a most interesting and valuable one. It contains a full and complete account of the work of the Association during the year, and also a full and complete account of the work of the City Planning Association during the year 1910. The report is a most interesting and valuable one, and it is a most interesting and valuable one.

## Probable Cost

The probable cost of the project is estimated at \$100,000. This estimate is based on the following assumptions: 1. The cost of the land is estimated at \$50,000. 2. The cost of the buildings is estimated at \$30,000. 3. The cost of the furniture and fixtures is estimated at \$10,000. 4. The cost of the labor is estimated at \$10,000. 5. The cost of the other expenses is estimated at \$10,000. The total cost is estimated at \$100,000. This estimate is based on the following assumptions: 1. The cost of the land is estimated at \$50,000. 2. The cost of the buildings is estimated at \$30,000. 3. The cost of the furniture and fixtures is estimated at \$10,000. 4. The cost of the labor is estimated at \$10,000. 5. The cost of the other expenses is estimated at \$10,000. The total cost is estimated at \$100,000.



